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TOWARD A WORLD MARITIME ORGANIZATION

Part II

ARTICLE BY EULA McDONALD

Part I of this article, which appeared in the BULLETIN of January 25, gave a résumé of the antecedents and accomplishments of some of the significant organizations concerned with ocean shipping from 1897 to 1946, inclusive. Part II of the narrative continues with an account of major activities in this field since the end of 1946, the plans for the proposed Intergovernmental Maritime Consultative Organization, and a special section on the problem of safety of life at sea.

Provisional Maritime Consultative Council and the United Nations

As in the case of the concurrent activities in 1946 of the United Maritime Consultative Council and the Temporary Transport and Communications Commission of the Economic and Social Council, likewise in 1947 both the Provisional Maritime Consultative Council and the permanent Transport and Communications Commission of the Economic and Social Council met independently but aware of each other's functioning.

The Government of the United States had notified the Government of the United Kingdom of its acceptance of membership in the Provisional Maritime Consultative Council in November 1946.⁴³ The Economic and Social Council, at its session of December 10, 1946, in New York, had appointed the representatives of 12 countries who had been duly nominated by their respective governments to the permanent Transport and Communications Commission.⁴⁴

The permanent Commission began its first session on February 6, 1947, in New York. The provisional agenda, which had been prepared by

the Secretariat of the United Nations, contained a proposal for the establishment of a world-wide intergovernmental shipping organization. This proposal was included in the agenda pursuant to the resolution adopted by the Economic and Social Council on June 21, 1946.⁴⁵ In connection with this item of the agenda, the permanent Commission took note of (1) the comprehensive report of May 25, 1946, submitted by the Temporary Transport and Communications Commission in favor of an intergovernmental shipping organization, and (2) the similar recommendations of the United Maritime Consultative Council. The permanent Commission did not consider a more detailed study necessary. Accordingly it decided, in compliance with its terms of reference, to recommend to the Economic and Social Council the establishment of a world-wide intergovernmental organization to deal with technical matters in the realm of shipping. Since, however, the draft recommendations of the United Maritime Consultative Council were not limited to the technical field, the Commission proceeded to adopt a draft resolution which contemplated a range of activities broader in scope than those confined to technical aspects alone.

⁴³ BULLETIN of Dec. 1, 1946, p. 1002; United States membership was effective Nov. 20, 1946. Of the other countries which had participated in the Washington meeting of October 1946, a sufficient number to bring the new Council into existence informed the Government of the United Kingdom of their acceptance of the "Agreement for Provisional Maritime Consultative Council".

⁴⁴ U.N. doc. E/CN.2/SR.1, Feb. 6, 1947, p. 2.

⁴⁵ BULLETIN of Jan. 25, 1948, p. 106.

This resolution requested the Economic and Social Council to take action to the effect that the Secretary-General of the United Nations be instructed to call a conference for the purpose of establishing an intergovernmental shipping organization and to circulate with the invitations to the conference the draft convention prepared by the United Maritime Consultative Council, which should form the basis for discussion at the conference.⁴⁰ The resolution specified that the conference should be held in Europe, preferably in the fall of 1947.⁴¹

The Economic and Social Council, meeting on March 28, 1947, took note of the report of the first session of the Transport and Communications Commission and adopted a resolution requesting the Secretary-General of the United Nations among other things to convene a conference for the purpose mentioned; to circulate the draft convention prepared by the United Maritime Consultative Council to all of the invited governments with the notation that any comments or amendments which they might wish to offer in advance of the meeting should be sent to the Secretary-General for submission to the other governments and for later consideration at the conference; and to draw up a provisional agenda for the conference. The resolution also expressed the hope that the invited governments would give their delegations full powers to sign the convention.⁴²

At this juncture the newly created Provisional Maritime Consultative Council, replacing the defunct United Maritime Consultative Council, began its activities. Its first meeting was held at Paris from May 16 to 20, 1947, at the invitation of the French Government.

Under the terms of the agreement annexed to the recommendations adopted by the United Maritime Consultative Council at its Washington meeting in October 1946, the Provisional Maritime Consultative Council was designed to function temporarily, pending the establishment of the proposed world-wide organization, and in particular "to provide machinery for cooperation among Governments in the field of Governmental

regulation and practices relating to technical matters of all kinds affecting shipping engaged in international trade, and to encourage the general adoption of the highest practicable standards in matters concerning maritime safety and efficiency of navigation"; to "encourage the removal of all forms of discriminatory action and unnecessary restrictions by Governments affecting shipping engaged in international trade"; to provide for consideration of the shipping problems which may be referred to the Council by the United Nations; and to arrange for information on matters before the Council to be disseminated among the member governments.⁴³ Included in the functions of the Provisional Maritime Consultative Council was the responsibility for advising on questions relating to the draft constitution of the proposed permanent maritime organization.

The agreement provided further that the membership of the Provisional Maritime Consultative Council should consist of those governments which notified the United Kingdom of their acceptance of the agreement from among the members of the former United Maritime Consultative Council or members of the United Nations; that an Executive Committee consisting of 12 member governments should be established after 20 governments had accepted the agreement; that the Council should determine at each meeting the place and time for its next session, the first meeting to be held at any time after March 1, 1947; that the agreement should enter into force when 12 governments, of which 5 shall each have a total tonnage of not less than 1,000,000 gross tons of shipping, had accepted it; and that the agreement should terminate upon the entry into force of a constitution for a permanent intergovernmental organization or when membership falls below 12 members.

The following topics were discussed at the May 1947 meeting of the Provisional Council: (1) co-ordination of activities in the fields of aviation, shipping, and telecommunications affecting safety at sea and in the air; (2) economic discriminations in shipping; (3) the progress which had been made in restoring normal processes of international shipping business; and (4) uniformity of merchant-vessel statistics. It was decided to refrain from any discussion of the 1946 draft convention for a permanent organization in view of the full procedure adopted by the United Nations

⁴⁰ U.N. doc. E/270, Feb. 24, 1947, pp. 13-15, 30.

⁴¹ U.N. doc. E/270/Add. 1, Mar. 7, 1947, p. 2.

⁴² U.N. doc. E/408, Apr. 9, 1947, pp. 2-3.

⁴³ BULLETIN of Dec. 15, 1946, p. 1008.

for the collection and distribution of comments and suggestions for amendments by the interested governments.

An important part of the work of the May 1947 meeting was concerned with item 1, which resulted in the appointment of a committee of three to serve on an inter-organization committee on coordination of activities in the field of safety.

The United Kingdom Government was requested to undertake the secretarial duties of the Council and to make arrangements for the calling of the next meeting of the Council in the event that another meeting might be deemed necessary before the establishment of the proposed world-wide organization.

Safety of Life at Sea as a Major Problem

One of the major problems in the field of international nautical affairs is the prevention of loss of life at sea. This subject has been dealt with not only by some of the maritime organizations mentioned in the preceding sections of this article but also by special international conferences on the subject. This problem is of such importance in the evolution of international maritime collaboration as to warrant more detailed treatment at this point.

The International Marine Conference, held at Washington from October 16 to December 31, 1889, was the first "full-dress" international meeting to consider maritime problems. It dealt exclusively with questions of "safety for life and property at sea";⁵⁰ and its deliberations might be described as one of the initial efforts on the technical side of international collaboration in the field of shipping. The plans for holding such a meeting originated in the United States, the host country. The agenda, even in the light of progress and experience gained throughout the years since 1889, is noteworthy.

The conference adopted resolutions or recommendations pertaining to:

Regulations for preventing collisions at sea, including rules concerning lights, sound signals for fog, speed of ships in fog, steering and sailing, and distress signals;⁵¹

Regulations for the designation and marking of vessels;

Saving of life and property from shipwreck;

Qualifications for officers and seamen, including tests for sight and colorblindness;

Lanes for steamers on frequented routes, with special regard to the avoidance of steamer collisions and the safety of fishermen;

Night signals for communicating information at sea;

Reporting, marking, and removing dangerous wrecks or other obstructions to navigation;

Notices of changes in lights, buoys, and other day-and-night danger marks;

Uniform system of coloring and numbering buoys; and

Establishment of a permanent international maritime commission.

The last-named topic represents perhaps the earliest suggestion considered at a formal international meeting for a permanent multilateral maritime body. However, the conference resolved "That for the present the establishment of a permanent international maritime commission is not considered expedient".⁵²

The maritime nations were made acutely aware of the urgent need for closer international cooperation in the field of safety at sea by the *Titanic* disaster of 1912. This tragedy was the immediate cause for the convening of a diplomatic conference in London in the latter part of 1914 to consider measures to prevent the future occurrence of such calamities.⁵³ The conference drew up the convention of January 20, 1914, for the safety of life at sea. The intervention of World War I as well as other less influential factors prevented the convention from coming into force completely, although several of the signatory countries adopted portions of it.⁵⁴

⁵⁰ *Protocol of Proceedings of the International Marine Conference Held in Washington, D.C., . . . October 16 to December 31, 1889* (3 vols., Washington, Government Printing Office, 1890), vol. I, p. 1.

⁵¹ These regulations, which are a modification of the International Rules of the Road as adopted in 1884 by England and of those adopted by the United States in 1885 (23 Stat. 438), were enacted into law by the Congress of the United States in 1890 (26 Stat. 320) and, with some changes throughout the years, are still in force (33 U.S.C. 61 ff.).

⁵² *Protocol of Proceedings of the International Marine Conference*, vol. II, pp. 1365 ff.

⁵³ S. Doc. 463, 63d Cong., 2d sess. (Washington, Government Printing Office, 1914). See also *BULLETIN* of Nov. 3, 1946, p. 816.

⁵⁴ *Foreign Relations of the United States, 1929*, vol. I, p. 368.

The Government of the United States did not ratify the convention of 1914, but it did undertake the direction of the services of derelict destruction, study and observation of ice conditions, and the conduct of the international ice patrol in the North Atlantic, which it was invited to do by article 7 of the convention. Pursuant to an Executive order these services were performed by the vessels of the United States Coast Guard. Foreign nations contributed *pro rata* shares for the maintenance of the services.⁵⁵

The years brought added knowledge in the technical matters covered by the convention of 1914 as well as marked advancements in ship construction. These changed conditions prompted the British Government to make proposals for the convening of a conference to revise and amend the convention of 1914.⁵⁶ The proposals were made in the autumn of 1927 to the Government of the United States, which replied in January 1928 agreeing that consideration should be given to the revision of the convention and suggesting that the conference be held in the spring of 1929.⁵⁷

Before the conference met, another tragedy at sea focused the attention of the world on the importance of immediate safety measures. On November 12, 1928, the steamship *Vestris* sank off the Virginia Capes with the consequent loss of 110 lives.

The conference was held in London from April 16 to May 31, 1929. Out of its deliberations grew the existing convention for promoting safety of life at sea, which was signed on the last day of the meeting by the delegations of 18 governments. The United States became a party to this convention on August 7, 1936 (effective November 7), subject to three understandings bearing on American standards of safety.⁵⁸

Another international conference concerned

⁵⁵ *International Conference on Safety of Life at Sea, London, April 16-May 31, 1929; Report of the Delegation of the United States of America and Appended Documents* (Department of State publication 14), p. 16. See also Executive Order 2458, Sept. 20, 1916.

⁵⁶ *Foreign Relations*, 1929, vol. I, p. 379.

⁵⁷ *International Conference on Safety of Life at Sea*, pp. 16-17.

⁵⁸ Treaty Series 910, 50 Stat. 1121.

⁵⁹ Department of State, *Press Releases*, May 10, 1930, pp. 224-225; *ibid.*, Sept. 6, 1930, pp. 155-158. Treaty Series 858, 47 Stat. 2228.

⁶⁰ U.N. doc. E/270, Feb. 24, 1947, p. 16.

with safety at sea met in London on May 20, 1930, for the purpose of formulating international rules and regulations for determining the load lines of merchant vessels engaged in international trade. The 1929 conference had dealt with safety in respect to passenger ships. The British Government called the 1930 conference to consider the question of the seaworthiness of cargo ships. The conference closed its sessions on July 5, 1930, on which day the international load line convention and an accompanying final protocol were signed unanimously by the representatives of 27 governments participating in the conference.⁵⁹

The question of the coordination of activities in the fields of aviation, shipping, and telecommunications, with respect to safety and rescue at sea and in the air, was brought to the notice of the Temporary Transport and Communications Commission of the Economic and Social Council of the United Nations in 1946 as one of the substantive problems requiring early attention. The Temporary Commission requested the Economic and Social Council to give formal authorization for the examination of this problem.⁶⁰ The requested authorization was given by the Economic and Social Council at its second session, later in 1946.

The permanent Transport and Communications Commission, having replaced the Temporary Commission, took note of this action at its first session in February 1947. The permanent Commission also took cognizance of a note from the Government of the United Kingdom concerning the invitation of that Government for an international conference to revise the 1929 convention for promoting safety of life at sea, and recommended that the conference should be requested to invite the Provisional International Civil Aviation Organization, the Provisional Maritime Consultative Council, the International Telecommunication Union, and the International Meteorological Organization to appoint representatives to participate in a joint study of the means for coordination of the activities of the four organizations relating to air-sea rescue.

The Commission further proposed that a small interim committee consisting of representatives from the four organizations be set up, on the invitation of the Secretary-General of the United Nations, to prepare a factual report on the existing measures for coordination of safety and rescue

arrangements and if possible to make recommendations for further measures based on the considered views of the four organizations. It was proposed that the report be sent to the Secretary-General for the information of the Transport and Communications Commission and that a copy be forwarded for the consideration of the Conference on Safety of Life at Sea.⁶¹

The Economic and Social Council on March 28, 1947, adopted a resolution based on the recommendations of the Transport and Communications Commission. The resolution took note of the fact that the Government of the United Kingdom was prepared not only to invite the interested governments to participate in the conference but also to convene a preparatory committee of experts to consider preliminaries to the conference. The resolution instructed the Secretary-General of the United Nations to pursue his study of this problem, to keep in touch with the work of the preparatory committee and the conference itself, and to advise the Transport and Communications Commission of developments in this connection.⁶²

The resolution of the Economic and Social Council was considered fully by the delegates to the Paris meeting, in May 1947, of the Provisional Maritime Consultative Council, who decided that they should appoint three representatives of their organization to serve on the proposed preparatory committee for the conference. The Governments of Norway, the United Kingdom, and the United States were elected to furnish one shipping representative each, whereupon the delegations of each of the three countries put forward the names of individual experts. The first meeting of the preparatory committee was planned to be held in London in October 1947⁶³ but was postponed until January 27, 1948. The Conference on Safety of Life at Sea is itself scheduled to meet in London on April 16, 1948.

Proposed Intergovernmental Maritime Consultative Organization

The Washington meeting of the United Maritime Consultative Council held in October 1946⁶⁴ agreed to recommend to the member governments the text of a draft convention for an intergovernmental maritime consultative organization. At this meeting the Council also proposed, as an interim measure pending the establishment of a per-

manent organization, that a Provisional Maritime Consultative Council be established.

The "scope and purposes" of the permanent organization, as set forth in article I of the draft convention, are identical with the purposes of the Provisional Maritime Consultative Council as set forth in the interim agreement and digested hereinabove. In full, they are as follows:⁶⁵

"i. to provide machinery for cooperation among Governments in the field of Governmental regulation and practices relating to technical matters of all kinds affecting shipping engaged in international trade, and to encourage the general adoption of the highest practicable standards in matters concerning maritime safety and efficiency of navigation;

"ii. to encourage the removal of all forms of discriminatory action and unnecessary restrictions by Governments affecting shipping engaged in international trade so as to promote the availability of shipping services to the commerce of the world without discrimination;

"iii. to provide for the consideration by the Organization of any shipping problems of an international character involving matters of general principle that may be referred to the Organization by the United Nations. Matters which are suitable for settlement through the normal processes of international shipping business are not within the scope of the Organization;

"iv. to provide for the exchange of information among Governments on matters under consideration by the Organization."

In article II the draft convention prescribes the functions of the organization as follows:

"Section 1. The functions of the Organization shall be consultative and advisory.

"Section 2. In order to achieve the objectives set out in Article I, the functions of the Organization in relation to matters within its scope shall be—

"(a) to consider and make recommendations upon matters arising under Subsections i and ii of Article I that may be remitted to it by Mem-

⁶¹ *Ibid.*, pp. 16-17.

⁶² U.N. doc. E/408, Apr. 9, 1947, p. 3.

⁶³ BULLETIN of Oct. 5, 1947, p. 676.

⁶⁴ BULLETIN of Dec. 15, 1946, pp. 1002 ff.

⁶⁵ BULLETIN of Dec. 15, 1946, p. 1004.

ber Governments, by organs of the United Nations, or by other intergovernmental organizations, or upon matters referred to it under Subsection iii of Article I;

"(b) to draft conventions, agreements, or other suitable instruments, and to recommend these to Governments and to intergovernmental organizations, and to convene such conferences as may be necessary;

"(c) to provide machinery for consultation and exchange of information among Member Governments.

"Section 3. In those matters which appear to the Organization suitable for settlement through the normal processes of international shipping business, the Organization shall so recommend."

The draft convention provides that the organization shall consist of an Assembly; a Council; a Maritime Safety Committee and such other subsidiary organs as may be established by the organization from time to time; and a secretariat.

The Assembly is to consist of delegates of all the member governments, each member government being entitled to one vote. Regular meetings of the Assembly are to be held at least every two years. Extraordinary meetings may be convoked when one third of the member governments notify the Secretary-General that such a meeting is desired, or at any other time if considered necessary by the Council.

The functions of the Assembly will include the establishment of any temporary or, upon recommendation of the Council, permanent subsidiary bodies it may deem necessary; election of the member governments to be represented on the Council; deciding upon questions referred to it by the Council; consideration of the Council's reports; determination of the financial arrangements of the organization after studying the budget estimates and financial statements; referral to the Council of appropriate matters within the organization's scope; providing opportunity for exchange of information and of views among the member governments; and exercise of certain powers in connection with the establishment of the Maritime Safety Committee.

The Council of the organization will consist of

sixteen member governments elected by the Assembly, eight to be governments of nations with the largest interest in the provision of shipping services, four to be governments of other maritime nations which have the largest interest in international trade, and the four remaining members to be elected with a view to adequate geographical representation. The Council will meet as often as may be deemed necessary, either on the call of the chairman or on the request of at least four of its members.

The Council is to inform any member government not represented on the Council of items on the agenda with which that government is directly concerned. In that event the government so concerned may take part in the discussions of that particular subject but will not be permitted to vote. The Council will also conclude arrangements covering the organization's relationship with other international bodies, subject to confirmation by the Assembly.

The provisions of the draft convention which concern the Maritime Safety Committee are tentative, and are intended to be developed in detail at contemplated technical conferences.⁶⁶ The Maritime Safety Committee, under the tentative provisions, is to be comprised of fourteen member governments which the Assembly will select from nations having the greatest interest in maritime safety, eight of which are to be from the largest shipowning nations and six to be selected with a view to adequate representation of other nations having important interests in maritime safety and of major geographical areas. The Committee is to consider all matters concerning maritime safety which come within the scope of the organization, not only from the standpoint of preventive measures, such as standards of construction and equipment and rules for prevention of collisions, but also regarding the saving of life after casualties. Reports on its work and recommendations growing out of its studies will be submitted regularly to the Council for transmittal to the Assembly or to governments (when the Assembly is not in session), together with the Council's comments and recommendations.

The secretariat of the organization is to be composed of the Secretary-General to be appointed by the Council with the approval of the Assembly and such other staff members as may be considered

⁶⁶ *Ibid.*, p. 1096.

necessary, the latter to be appointed by the Secretary-General with a view to efficiency and representation of a diversity of nations. All records considered necessary for the efficient functioning of all branches of the organization will be kept by the secretariat, which will also prepare, collect, and circulate the various documents of the Assembly, the Council, and the subsidiary organs. The Secretary-General and the other members of the secretariat will maintain their position as international officers and may not seek or receive instructions from any authority except the organization. The members of the organization undertake to respect this position by making no effort to exert influence over the secretariat.

The Secretary-General of the United Nations, in consonance with the resolution of the Economic and Social Council adopted on March 28, 1947,⁶⁷ issued invitations on April 10, 1947, to the interested governments to attend the conference for the purpose of establishing an intergovernmental shipping organization.⁶⁸ The dates of the meeting have now been set for February 19 through March 17, 1948.⁶⁹

Conclusion

At long last the trend toward establishing a permanent world organization to deal with maritime questions is crystallizing. It is believed that the plans for such an international body will come to fruition at the forthcoming conference. If these plans are successful the organization will provide a greater continuity than was possible under the sporadic maritime conferences of the past, with their diversity of membership, or under the previous international bodies concerned with aspects of shipping. The benefits to be derived from this more closely integrated co-partnership will be partly economic, through the standardization of technical phases of shipping administration and the elimination of economic restrictions upon merchant shipping; partly humanitarian, in reducing loss of life from storms and accidents at sea; and partly political, in that every success in international cooperation on the technical level is a spur and a means of encouragement to international cooperation on the political level.

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The new organization, it may be pointed out, is expected to cooperate with the International Civil Aviation Organization in some phases (especially safety phases) of air transport across the world's seas. In discussing the transoceanic carriage of goods and passengers both by surface vessel and by air William L. Clayton, then Under Secretary of State for economic affairs, spoke as follows at the October 1946 session of the United Maritime Consultative Council:

"The power-driven vessel plying the free seas is the cheapest form of transportation in the world. For many years we shipped cotton from Houston to Shanghai at less cost than it took to bring it from Oklahoma to Houston. Man himself can now fly over the seas quicker than he can travel on the surface, but it seems safe to say that his goods will for the most part always travel on and not above the water."⁷⁰

In a domain of such paramount importance to the welfare of mankind, the economic, humanitarian, and political benefits derived from international cooperation may well comprise a significant part of the mosaic of friendly inter-relationship which the United Nations is steadily forming.

Addresses on European Recovery Program

On January 22 the Secretary of State made an address before the National Cotton Council in Atlanta, Ga.; for the text of this address on European aid, see Department of State press release 52 of January 22, 1948.

On January 22 Assistant Secretary Thorp made an address before the National Industrial Conference Board in New York City; for the text of this address on European aid, see Department of State press release 51 of January 22, 1948.

⁶⁷ BULLETIN of Jan. 25, 1948, p. 107.

⁶⁸ See U.N. doc. E/Conf. 4/2, Oct. 2, 1947, p. 1.

⁶⁹ U.N. doc. E/C. 4/3, Sept. 16, 1947, p. 3.

⁷⁰ BULLETIN of Nov. 3, 1946, p. 817.

FOREIGN AID AND RECONSTRUCTION

British Foreign Secretary Asks for Union of Western Europe

STATEMENT BY THE DEPARTMENT OF STATE

[Released to the press January 23]

Mr. Bevin has proposed measures which will enable the free countries of western Europe further to concert with one another for their common safety and good.¹ As in the case of the recovery program the United States heartily welcomes European initiative in this respect and any proposal looking to a closer material and spiritual link between the western European nations will serve to reinforce the efforts which our two countries have been making to lay the foundation for a firm peace.

New Interim Aid Allocation to France, Italy, and Austria

[Released to the press January 23]

The Department of State announced on January 23 an additional allocation of \$97,121,000 to France, Italy, and Austria under the \$522,000,000 Interim Aid Program. The new allocation will be used, in large part, to cover February procurement of vitally needed cereals and coal. France will receive \$49,539,000; Italy, \$35,477,000; and Austria, \$12,105,000.

A breakdown of the new allocation, on which procurement has already started, is as follows:

Austrian program:	Quantity (long tons)	Estimated cost and freight value (\$000)
Cereals	39,000	5,478
Coal (offshore)	240,000	3,800
Peanuts	7,000	2,827
		<hr/> 12,105
French program:		
Cereals	185,000	² 22,789
Coal (U.S.) ⁴	1,300,000	26,750
		<hr/> 49,539

¹ In address before the House of Commons in London on Jan. 22, 1948.

² Includes \$1,000,000 additional for transportation against the January allocation of cereals from the United States.

³ January allocation.

⁴ See Department of State press releases 3, 6, and 9 of Jan. 2 and 3, 1948.

Italian program:

Cereals	177,000	23,477
Coal (U.S.)	600,000	12,000
		<hr/> 35,477

The total amount programmed to date under the Interim Aid Program is \$244,437,000, or approximately 47 percent of the \$522,000,000 appropriated under Public Law 393. Of this total, \$118,839,000 has been committed for France, \$92,199,999 for Italy, and \$33,399,000 for Austria.⁴

U.S. To Send Observers to Rome—CEEC Manpower Conference

[Released to the press January 23]

The Department of State announced on January 23 that the United States was sending two observers to the conference on manpower problems relating to the European Recovery Program called by the Italian Government and opening in Rome on January 26.

The Italian Government has invited all countries which participated in the Paris conference of the Committee of European Economic Co-operation, as well as the Food and Agriculture Organization, the International Labor Organization, and the International Refugee Organization, to send representatives.

It is particularly gratifying that the Italian Government has taken this initiative in view of the surplus of labor available in Italy and in the various displaced-persons camps which could be utilized in the labor-shortage areas of Europe. It is another example of the attitude of self-help and mutual help prevailing among the EEC countries.

The United States will stand ready, if called upon, to provide technical assistance in the solution of manpower problems either directly or through the International Labor Organization, Food and Agriculture Organization, and International Refugee Organization.

The United States observers attending the conference will be Val R. Lorwin of the Division of International Labor, Social, and Health Affairs, Department of State, and William Shaughnessy of the Technical Service Division, Department of Labor.

THE UNITED NATIONS AND SPECIALIZED AGENCIES

The International Labor Organization Regional Meeting for the Near and Middle East

ARTICLE BY IRWIN M. TOBIN

Introduction

The International Labor Organization Regional Meeting for the Near and Middle East, held at Istanbul, November 24-29, 1947, represented a significant extension of the work of the International Labor Organization. Taken together with the regional meetings held at Mexico City (April 1-16, 1946) and New Delhi (October 27-November 8, 1947), Istanbul demonstrated the intention of the ILO to extend the frontiers of its activity along regional lines and take fuller account than hitherto of the special problems involved in raising living standards in areas still in the early stages of industrial development.

The Istanbul meeting, modest as it was in composition and objectives, also marked a new departure in the approach of the governments of the Near and Middle East toward the solution of their economic and social problems. It provided for the first time an opportunity for officials of the states of the area to exchange experiences and information about social problems and progress in their countries and to examine from a regional viewpoint the standards to which the peoples of the area should aspire.

Originally invited by the Egyptian Government to meet in Cairo, the ILO was obliged either to transfer the site elsewhere owing to the cholera epidemic or to postpone the meeting indefinitely because of other ILO commitments. The ILO, with the full cooperation of the Egyptian Government, decided upon the former course. By its readiness to make arrangements for holding the meeting at Istanbul on very short notice, the Turkish Government made it possible to proceed on the original schedule.

Attendance

The independent states of the Near and Middle East represented at the conference were: Egypt, Iran, Iraq, Lebanon, Syria, and Turkey. Unlike the full-scale conferences of the International Labor Organization, in which representatives of industry and labor take part together with representatives of governments, the Istanbul meeting, because of its preliminary character, consisted only of government delegates. The wish was widely expressed among those present that future regional meetings of the Near and Middle East area should also include representatives of industry and labor in line with the classic ILO pattern.

In addition to the participating governments, a number of other governments and international organizations were represented by observers. The United States was represented in this capacity by William S. Tyson, Solicitor of the Department of Labor, and William J. Handley, Labor Attaché at the American Legation, Cairo. Other Governments similarly represented were Afghanistan, France, Greece, India, Pakistan, and the Union of South Africa. Observers were also present from the United Nations and the United Nations Food and Agriculture Organization.

In addition, an influential role was played at the meeting by the tripartite delegation—representing government, employers, and workers—appointed by the Governing Body of the International Labor Office. Sir Guildhaume Myrddin-Evans, Chairman of the Governing Body, headed the ILO group and delivered one of the principal opening addresses. F. L. Yllanes Ramos of Mexico, of the employers' group, and O. Lizzadri of Italy, of the workers' group, took part in com-

mittee discussions and were able, as a result of their industrial experience, to make a number of practical suggestions in the course of the formulation of resolutions. The meeting elected Tahsin B. Balta, Minister of Labor of Turkey, as its President and Ibrahim Istuany, Syrian Delegate, as its Vice President. N. Sadak, Minister of Foreign Affairs of Turkey, addressed the opening session of the meeting on behalf of the Turkish Government. Jef Rens, Assistant Director General of the ILO, served as Secretary General.

Objectives

The Istanbul meeting was by its very nature a preliminary gathering intended to pave the way for full-scale regional conferences in the future and lay the groundwork for more intensive activity by the ILO in the region of the Near and Middle East. Although the essence of the meeting was an exchange of views and information, there was in fact adopted an elaborate set of resolutions which, while having no binding effect, were to be transmitted to the member governments as proposals for action in the social and economic field within the shortest possible time. Furthermore, the meeting proposed to the Governing Body of the ILO a considerable number of practical steps designed to expand the interests and activities of the ILO in the Near and Middle East.

Resolutions

The Istanbul meeting unanimously adopted five principal resolutions on the following subjects:

(1) the development of the work of the ILO in the Near and Middle East; (2) labor policy; (3) social security; (4) conditions of life and work of agricultural workers; (5) economic policies designed to further in the Near and Middle East the social objectives of the ILO.

1. *Development of the Work of the ILO in the Near and Middle East*

Recognizing the need for concerted effort to improve living and working conditions of the peoples of the Near and Middle East and to institute vigorous ILO action in that region, the Istanbul meeting proposed to the ILO that it convene at an appropriate time a regional conference to review the progress made in the fields covered by the policy resolutions summarized below; send an ILO mission to the Middle East in preparation

for such a conference; extend the network of "correspondents" of the ILO in the region; encourage the recruitment as members of the ILO staff of an adequate number of experienced nationals of the countries of the region; extend the practice of inviting junior officials from the Near and Middle East to spend periods of study and training in the headquarters of the ILO; arrange that general ILO meetings be held in the region from time to time; arrange for publication of the decisions of the Istanbul meeting and other ILO documents in the appropriate Near and Middle East languages, namely Arabic, Turkish, and Persian; and facilitate the provision to the governments of Near and Middle Eastern countries of appropriate assistance in connection with the framing of laws and regulations for the improvement of administrative practices, systems of inspection, and research and information services.

The conferees also took note of Syria's acceptance, during the course of the conference, of membership in the ILO. Welcoming the participation of Lebanon in their deliberations, they also expressed the hope that Lebanon, Saudi Arabia, and the Yemen would take advantage of their prerogative, as United Nations Members, of joining the ILO by simple notification to the Director General. The Governing Body was requested to communicate the conclusions of the meeting to Saudi Arabia and the Yemen and to invite all the states of the Near and Middle Eastern region to be represented at future meetings and conferences. The meeting also stressed the importance of adequate representation of Near and Middle Eastern countries on the ILO's Permanent Agricultural Committee and Petroleum Industrial Committee; the Governing Body was in this connection requested to examine the possibility of convening an early session of the Petroleum Committee in one of the petroleum-producing countries of the area. Members also urged close cooperation between the ILO and any economic commission for the Near and Middle East, or similar body which might be set up by the United Nations, and similar collaboration in all appropriate fields between the ILO and the League of Arab States and any other regional bodies which might be established.

2. *Labor Policy*

"Considering it desirable to formulate certain directives concerning the immediate objectives of

labor policy under the special conditions existing in the countries of the Near and Middle East as a first step towards the application in these countries of the conventions and recommendations adopted by the International Labor Conference as rapidly and fully as national conditions allow", the meeting adopted for communication to the governments concerned a number of proposals on labor policy. The more important of these proposals recommended the establishment in each country of "a national labor department adequately staffed and equipped to administer the existing labor legislation, promote good industrial relations and close cooperation between employers' and workers' organizations, encourage the development of such organizations where they do not already exist, investigate and report upon labor problems and formulate proposals for such further legislation as may be desirable"; maintenance of an adequate system of labor inspection; development of employment services in order to insure, in cooperation with other public and private bodies concerned, the best possible organization of employment as an integral part of programs for the full use of industrial resources; and adoption of guaranties for the protection of children by the elimination as rapidly as possible of child labor and the extension of free compulsory education. In this connection governments were urged to extend the network of free technical and vocational courses in the schools and to provide regulations for adequate control of the conditions of apprenticeship of children and young persons. It was recommended in particular that the pledging of children to an employer should be eliminated as rapidly as possible and that the training of technical experts and teachers should be intensified.

Other points of importance in connection with labor policy called for special protection for young workers and women workers; the fixing of minimum wages by collective agreements; guaranties of freedom of association and the right to enter into collective agreements and to settle disputes through conciliation and arbitration; collaboration of employers' and workers' organizations with the public authorities; and the promotion of cooperatives for the promotion of housing and other workers' interests. In an attempt to stimulate some immediate action toward the achievement of these goals, the meeting also proposed that

each of the Near and Middle Eastern countries should prepare a national program of action for the progressive application of the standards outlined over a given number of years and submit periodically reports on the action taken by them to the International Labor Office for consideration at a future regional meeting.

3. *Social Security*

Acknowledging, as did all the policy resolutions, the "special conditions" existing in the countries of the Near and Middle East, the proposals on social security called for the progressive expansion and systematic application of legislation for the promotion of health and nutrition, income security, and benefits covering employment injuries, sickness, invalidity, old age, and death. Special attention was given to the position of rural workers, with the suggestion that crop insurance might be developed together with organized schemes of relief to prevent famine in times of scarcity. With regard to medical care it was proposed that the aim of national health policies should be to make adequate medical care available to the whole population as a public service without contribution or means test and that steps should be taken to provide for preventive medicine and environmental hygiene.

4. *Conditions of Life and Work of Agricultural Workers*

In view of the fact that some 70 percent of the population of the countries of the Near and Middle East are engaged in agriculture and that marked differences exist between conditions of life and work in industry and those prevailing in agriculture, special attention was given to means of improving the conditions of life and work of agricultural workers. It was urged that studies should be made on particular aspects of raising the standards of living of the agricultural population and that further consideration be given to that subject by the ILO Permanent Agricultural Committee and future regional meetings. The Food and Agriculture Organization of the United Nations and other specialized agencies concerned with such problems were also encouraged to engage in further studies. Recognizing that the present condition of the agricultural population of the area does not correspond to the great potentialities of the region and to the general desire for higher standards of living, it was suggested that "care-

fully planned intervention by the State" would alone be able "to devise, coordinate, and enforce the necessary measures for the best utilization of the human and material resources of the countries concerned in the interests of the welfare of the people". It was further proposed that in order to meet the needs of the agricultural population "it is necessary that the national economy as a whole should find possibilities of expansion through development works, increase in production, initiation of new lines of output, and a parallel planning of industrial and agricultural developments".

Specific suggestions were also put forward for the use of modern methods to increase the productivity of the soil, the improvement of systems of land tenure and relationship, the organization of agricultural credit, the stimulation of cooperative organizations, the protection of wage-paid labor, the expansion of health and education, and the development of small-scale rural industries to supplement income from agriculture.

5. *Economic Policies Designed To Further in the Near and Middle East the Social Objectives of the ILO*

Perhaps the most significant of the resolutions adopted at Istanbul was that concerned with economic policies, since only economic development will enable the nations of the Near and Middle East to make any appreciable social progress. Recognizing that "improvements in the standards of living, means of production and the health of the population of the countries of the Near and Middle East are urgently required and are a matter of concern to the whole world", the meeting made a number of proposals designed to encourage governments to increase their productivity and develop their natural resources. The delegates at Istanbul hope to enlist the cooperation of the Economic and Social Council of the United Nations, the Food and Agriculture Organization, and the World Health Organization in achieving these goals.

Concrete proposals were made with regard to improvement in nutrition and agricultural output and distribution; price policy for agricultural products and the maintenance of reserves; improvement in the methods of agricultural production; and the encouragement of additional imports of agricultural equipment. The govern-

ments of the region were urged in planning for expansion to take into account consumers' needs, including foodstuffs, and the necessary improvements in health and housing. They were urged in particular to establish adequate statistical services which would make possible the basic surveys upon which planning is dependent.

The economic-policy resolution also suggested new developments especially in the fields of irrigation, power, transport, and the exploitation of mineral resources on an international basis wherever appropriate. The governments concerned were urged to draw up plans for industrial development under a government authority. They were also advised to take into account the benefits accruing from international trade, so that they would not stimulate within their own boundaries projects which could be more economically developed elsewhere. Proposals were also made with respect to the control of inflation and the international financing of import requirements.

Conclusion

Many of the resolutions adopted at Istanbul must, given the present state of social and economic development in most of the Near and Middle Eastern countries, be regarded as ultimate aspirations rather than immediately attainable objectives. The delegates, not unconscious of the contrast between their breadth of vision and the realities with which they have to deal as officials of the governments of the region, emphasized repeatedly that the applicability of their proposals must necessarily depend upon the circumstances now prevailing. In fact some of the goals of social policy formulated at Istanbul remain, as yet, unrealized in many of the western countries which regard themselves as the most advanced nations in terms of industrial and social development.

Yet despite the air of abstract idealism which pervaded many of its policy resolutions, the Istanbul meeting dealt in practical fashion with problems of vital and immediate interest to the peoples and governments of the Near and Middle East. At a time when there is throughout the area a rising demand for social and economic progress, it drew up a set of standards to which the idealist and the practical reformer could alike repair. It pointed out the possibility of social reform through the cooperation of responsible elements in the community, rather than through class division and

strife. It recognized that the development of responsible organizations of employers and workers is more important in the attainment of social progress than formal adherence to even the most elaborately phrased conventions. And it recognized that however much international organizations and friendly neighbors might contribute, the primary responsibility for concrete progress must rest upon the states of the region.

Istanbul therefore represents a first stage in a venture which may, if it prospers, contribute significantly to the welfare of peoples and stability of governments in an area important to the maintenance of world peace and stability. The Governing Body of the ILO, at its 103d session held

in Geneva in December 1947, has already adopted the Istanbul recommendations for the extension of ILO activity in the region. There is every likelihood that in the long run the activities of the ILO, thus inaugurated at Istanbul, will have a measurable impact on the economic and social evolution which is, given all the circumstances, inevitable in the Near and Middle East. Yet as the immediate future of social and economic progress in the area is contemplated, it would be well to keep in mind the warning of one of the delegates who, at the final Istanbul session, emphasized that political stability is a necessary prerequisite for any substantial achievement in the direction of social progress.

Resolution Relating to Kashmir Situation¹

The Security Council

HAVING HEARD statements on the situation in Kashmir from representatives of the Governments of India and Pakistan;

RECOGNIZING the urgency of the situation;

TAKING NOTE of the telegram addressed on January 6 by its President to each of the parties and of their replies thereto and in which they affirm their intention to conform with the Charter:

Calls upon both the Government of India and the Government of Pakistan to take immediately

all measures within their power (including public appeals to their people) calculated to improve the situation and to refrain from making any statements and from doing or causing to be done or permitting any acts which might aggravate the situation

And further requests each of those Governments to inform the Council immediately of any material change in the situation which occurs or appears to either of them to be about to occur while the matter is under consideration by the Council and consult with the Council thereon.

American Interest in Settlement of Netherland-Indonesian Dispute Through Security Council's Proposals

[Released to the press January 20]

The United States Government has received with much gratification the news that Netherland and Indonesian delegations have accepted the proposals of the Security Council's Committee of Good Offices as a basis for the settlement of the Dutch-Indonesian dispute.

The United States Government regards these proposals as eminently just and practical, and believes that they will provide a sound basis for political and economic development of the Indies, beneficial not only to the Indonesians and Dutch, but also to the rest of the world.

The United States Government wishes to congratulate the Committee of Good Offices on its excellent work and to congratulate both Netherlanders and Indonesians on the spirit of high statesmanship with which they have concluded the negotiations before the Committee.

The United States Government will continue to follow with deepest interest the progress of reconstruction in the Netherlands East Indies and is exploring ways and means of extending economic and financial assistance to this reconstruction.

¹ U.N. doc. S/651, Jan. 17, 1948. Adopted on Jan. 17, 1948.

INTERNATIONAL ORGANIZATIONS AND CONFERENCES

Calendar of Meetings ¹

Adjourned During Month of January		1948
Third Pan American Congress of Ophthalmology	Habana	Jan. 4-10
United Nations:		
Ecosoc (Economic and Social Council): Commission on the Status of Women.	Lake Success	Jan. 5-16
Ninth Pan American Child Congress	Caracas	Jan. 5-10
American International Institute for the Protection of Childhood: Meeting of International Council.	Caracas	Jan. 5-10
ICAO (International Civil Aviation Organization): Statistics Division: First Session.	Montreal	Jan. 13-
WHO (World Health Organization): Committee on Administration and Finance.	Geneva	Jan. 19-21
In Session as of January 31, 1948		1946
Far Eastern Commission	Washington	Feb. 26-
United Nations:		
Security Council	Lake Success	Mar. 25-
Military Staff Committee	Lake Success	Mar. 25-
Committee on Atomic Energy	Lake Success	June 14-
		1947
Commission on Conventional Armaments	Lake Success	Mar. 24-
Security Council's Good Offices Committee on Indonesia	Indonesian Territory	Oct. 20-
Trade and Employment Conference	Habana	Nov. 21-
General Assembly's Special Balkan Committee	Salonika	Nov. 21-
		1948
Interim Committee of the General Assembly	Lake Success	Jan. 5-
Commission for Palestine	Lake Success	Jan. 9-
German External Property Negotiations (Safehaven):		1946
With Portugal	Lisbon	Sept. 3-
With Spain	Madrid	Nov. 12-
Inter-Allied Trade Board for Japan	Washington	Oct. 24-
CFM (Council of Foreign Ministers): Commission to Investigate Former Italian Colonies.		1947
	Former Italian Colonies	Nov. 8-
PFB (Provisional Frequency Board)		1948
	Geneva	Jan. 15-
IRO (International Refugee Organization): Fifth Part of First Session of Preparatory Commission.	Geneva	Jan. 20-
ITU (International Telecommunication Union): Meeting of Administrative Council.	Geneva	Jan. 20-
WHO (World Health Organization): Fifth Session of Interim Commission	Geneva	Jan. 22-

¹ Prepared in the Division of International Conferences, Department of State.

Calendar of Meetings—Continued

CEEC (Committee on European Economic Co-operation): European Man-power Conference.		1948
	Rome	Jan. 26-
Meeting of Special Committee to Make Recommendations for the Coordination of Safety Activities in Fields of Aviation, Meteorology, Shipping and Telecommunications.	London	Jan. 27-
Tripartite Discussions on Western Germany	London	Jan. 28-
Scheduled for February-April 1948		
United Nations:		
ECOSOC (Economic and Social Council):		
Sixth Session	Lake Success	Feb. 2-
Subcommission on Economic Development	Lake Success	Mar. 8-
Subcommission on Employment and Economic Stability	Lake Success	Mar. 8-
World Conference on Freedom of Information	Geneva	Mar. 23-
Social Commission: Third Session	Lake Success	Mar. 30-
ECE (Economic Commission for Europe): Third Session	Geneva	Mar. 31-
Transport and Communications Commission: Second Session	Geneva	Apr. 5-
Subcommission on Statistical Sampling	Lake Success	Apr. 12-
Economic and Employment Commission: Third Session	Lake Success	Apr. 19-
Statistical Commission: Third Session	Lake Success	Apr. 26-
Permanent Central Opium Board	Geneva	Apr. 19-
IUBS (International Union of Biological Sciences): Executive Committee .	Geneva	Feb. 2-3
UNESCO (United Nations Educational, Scientific and Cultural Organization): Sixth Session of Executive Board.	Paris	Feb. 12-
WHO (World Health Organization): Expert Committee on Tuberculosis .	Geneva	Feb. 17-
Inter-governmental Maritime Consultative Organization	Geneva	Feb. 19-
ILO (International Labor Organization):		
Permanent Committee on Migration	Geneva	Feb. 23-28
104th Session of Governing Body	Geneva	Mar. 16-20
FAO (Food and Agriculture Organization):		
Regional Meeting to Consider Creation of Councils for Study of the Sea .	Baguio, Philippines . . .	Feb. 23-28
Regional Meeting of Technical Nutritionists	Baguio, Philippines . . .	Feb. 23-29
Rice Meeting	Baguio, Philippines . . .	Mar. 1-14
Second Meeting of Council	Washington	Mar. 18-31
ICAO (International Civil Aviation Organization):		
Aeronautical Maps and Charts Division	Brussels	Mar. 8-
Personnel Licensing Division	Montreal	Mar. 30-
Rules of the Air and Air Traffic Control Practices Division	Montreal	Apr. 20-
Facilitation Division	Europe	Apr. 27 ¹ -
Prague International Spring Fair	Prague	Mar. 12-21
First Meeting of Planning Committee on High-Frequency Broadcasting .	Geneva	Mar. 22-
Sixth Pan American Railway Congress	Habana	Mar. 27-
Ninth International Conference of American States	Bogotá	Mar. 30-
Conference to Plan for an International Institute of Hylean Amazon . .	Tingo María, Peru . . .	March ²
ICAC (International Cotton Advisory Committee): Seventh Meeting . . .	Cairo	Apr. 1-
Fifth International Leprosy Conference	Habana	Apr. 3-11
Lyon International Fair	Lyon	Apr. 3-12

¹ Tentative.

Calendar of Meetings—Continued

Royal Netherlands Industries Fair	Utrecht	Apr. 6-15
26th Milan Fair	Milan	Apr. 12-27
International Conference on Safety of Life at Sea	London	Apr. 16-
22d International Brussels Fair	Brussels	Apr. 17-28
Third Inter-American Travel Congress	Buenos Aires	Apr. 18-28
Rubber Study Group: Fifth Session	Washington	Apr. 26-
International Conference on Social Work	Atlantic City	April
Arts and Handicrafts Exhibition of American Elementary School Children	Montevideo	April
CCIV (International Telephone Consulting Committee): Technical Meeting	The Hague	April
Fifth Pan American Highway Congress	Lima	April ²
Tripartite Discussions on Western Germany	Paris	April
Fourth Pan American Consultation on Cartography	Buenos Aires	April-May
Pan American Institute of Geography and History: General Assembly	Buenos Aires	April-May

² Tentative.

First Inter-American Conference on the Conservation of Renewable Natural Resources

[Released to the press January 20]

The Department of State announced on January 20 that the First Inter-American Conference on the Conservation of Renewable Natural Resources is scheduled to be held at Denver, Colorado, from September 7 to 20, 1948. After many other sites had been considered, the Governing Board of the Pan American Union and the Department of State decided to hold the conference at Denver. The presence of many conservation projects in the surrounding territory was one of the factors contributing to the selection of Denver as the site. The conference is being held pursuant to a resolution adopted at the Third Inter-American Conference on Agriculture held at Caracas, Venezuela, from July 24-August 7, 1945.

The conservation conference, the first international meeting of its kind, will bring together delegates from the American republics to consider the development and use, on a sound scientific basis, of the renewable natural resources of the Hemisphere. It is anticipated that leading government officials, scientists, and other interested groups from the entire Hemisphere will attend.

Among the problems to be discussed will be those arising out of deforestation, soil erosion, overgrazing, wildlife destruction, floods, and fail-

ing water supplies. These problems are yearly growing more serious throughout the Hemisphere because of inadequate conservation practices, mounting populations, and attempts to raise living standards. They are of world-wide significance because of the increasing needs of Europe and Asia.

The conference will consist of a series of meetings to discuss conservation problems together with field trips to study land-management practices. The delegates will have an opportunity to view at first hand soil-conservation districts, forest and range experiment stations, the Rocky Mountain National Park, and other places of interest. Irrigation projects will be studied, along with their relationship to agriculture, grazing, and forestry practices on the land from which irrigation waters are derived.

Warren Kelchner, Chief of the Division of International Conferences, Department of State, has been appointed executive vice president of the conference, and William Vogt, Chief of the Conservation Section of the Pan American Union, secretary general. An organizing committee composed of representatives of interested Government agencies has been established to formulate plans and coordinate arrangements for the conference.

Fourth International Cancer Research Congress

ARTICLE BY LEONARD A. SCHEELE

The Fourth International Cancer Research Congress, sponsored by the Union Internationale contre le Cancer and the American Association for Cancer Research, was held at St. Louis, Mo., from September 2 to 7, 1947.¹ It was attended by official country delegates, members of both sponsoring organizations, and individual scientists who came to present reports of significant research. Thirty-nine countries were represented.²

The general purpose of the Congress was to present, as inclusively as possible, the most recent achievements in cancer research, including both clinical and laboratory phases. To all those who planned and attended this convention, a further purpose was clearly recognized: the renewal of international participation and cooperation in cancer research, which had been seriously retarded by the war, and the stimulation of efforts more intensive than had ever before been applied in the fight against this disease.

During the Congress President Truman sent a telegram to the assembled scientists which conveyed an announcement of special interest to them. The President's telegram stated:

"It is now possible for the United States to take an important forward step toward greater international cooperation in the field of medical and biological research. On behalf of the people of the United States, I am pleased to announce to the Fourth International Cancer Research Congress that progress in the production of radioisotopes by the United States Atomic Energy Commission now permits limited distribution to quali-

fied research workers in other countries. . . . I know that the representatives of the United States attending the Cancer Research Congress share my hope that the open, impartial and truly international character of medical research will carry over into the realm of other problems of world concern. The sharing by and among all nations of both the means and the results of cancer research will reduce the loss of life and human suffering from disease throughout the world."

History and Organization of the Cancer Research Congress

Three international cancer research congresses have been held in past years under the auspices of the Union Internationale contre le Cancer. The first congress was held at Madrid in 1933, the second at Brussels in 1936, and the third at Atlantic City in 1939. World War II was costly in equipment and trained research workers and imposed such barriers to travel and communication that it disrupted the work of the Union Internationale and of other agencies and persons engaged in cancer research. As a result activity in

¹ For members of the U. S. Delegation, see *BULLETIN* of Sept. 7, 1947, p. 472.

² The countries represented were: Argentina, Australia, Belgium, Bolivia, Brazil, Canada, Chile, China, Colombia, Czechoslovakia, Denmark, Egypt, El Salvador, France, Greece, India, Iran, Iraq, Italy, Korea, Luxembourg, Mexico, the Netherlands, Nicaragua, Norway, Palestine, Peru, the Republic of the Philippines, Portugal, Spain, Sweden, Switzerland, Tunisia, Turkey, the Union of South Africa, the United Kingdom, the United States (and Hawaii), Uruguay, and Venezuela.

this field was slowed in some countries and halted in others. Scientists the world over, however, were fully aware that the lack of international correspondence was a serious deterrent to their investigations and the exchange of information. As soon as it was possible, the American Association for Cancer Research, a scientific society which numbers in its membership most of the cancer research workers in the United States and Canada, assumed the leadership in providing for an assembly of scientists to review progress made in the study of cancer during the war and to arrange for future cooperative investigation.

The Association met in April 1946 and appointed a committee to formulate preliminary plans for a Fourth International Cancer Research Congress to be held in the United States in 1947. This committee advised the Department of State of its intention to hold such a meeting and of the world-wide interest in the project. The Department agreed that in behalf of the Congress it would extend invitations to the various countries through diplomatic channels.

On October 13, 1946, at New Haven, Conn., the Board of Directors of the American Association for Cancer Research, acting upon the recommendations of the committee, voted to invite the Union Internationale contre le Cancer to cooperate in sponsoring the Congress. At this time it was decided to hold the meeting at St. Louis in September 1947. Dr. E. V. Cowdry, professor of anatomy at Washington University and director of research at Barnard Free Skin and Cancer Hospital, St. Louis, was elected president of the Congress.

The International Cancer Research Commission

One of the most significant results of the Fourth International Cancer Research Congress was the creation of a permanent international agency for cancer research, the International Cancer Research Commission.

At an organization meeting of the Congress on September 2, 1947, attended by representatives from the various countries, it was unanimously decided, after full discussion, that the duty of making recommendations be assigned to a smaller

group consisting of only one representative of each nation. This group was called the Executive Committee of National Representatives.

On September 6 the recommendations of the Executive Committee were presented to the larger party of national representatives for approval. These recommendations provided that certain principles be accepted and that an International Cancer Research Commission be established. It was proposed that the Commission consist of one member from each of the nations at the Congress and that these members have equal voting power irrespective of the size of the nation represented. In order to draw regularly new personnel into the Commission, it was proposed that no member should serve for more than three years. To decentralize the Commission it was proposed that annual meetings never be held consecutively in the same country. Since the need was felt to build within the framework of an existing international organization in the field of cancer, it was proposed that the Commission be constituted as an almost autonomous division of the Union Internationale contre le Cancer. The members of the Executive Committee of the Union were present at the Congress and formally accepted the Commission on the basis which was specified.

In regard to the scope of the Commission's work, it was agreed that cancer research is to be interpreted to include all efforts to advance our knowledge of cancer by clinical, experimental, or other means. It was recommended that single representatives of still other nations be welcomed in the Commission, and that an Executive Committee of the Commission, composed of five members, be appointed and later expanded to not more than seven. To make the Committee thoroughly representative it was proposed that it be composed of one member from Latin America, one from Asia, one from the United States, and two from Europe, supplemented by alternates.

The proposals of the Executive Committee of National Representatives were enthusiastically and unanimously approved when presented to the entire Congress on September 6.³

Summary of Sessions

The scientific session began on the morning of September 3. Papers of two types were presented at the scientific sessions: long papers on

³The Union Internationale contre le Cancer will publish the reports and proceedings of the Congress in a special edition of *Acta*, the Union's cancer journal.

selected subjects, by invitation of the Executive Committee; and short papers, by those who desired to participate. The papers presented by special invitation were given in general sessions according to the following program: (1) general aspects of cancer research, cancer surgery, and radiation therapy of cancer; (2) etiology of cancer; (3) etiology of cancer (carcinogens); (4) chemistry in relation to cancer; (5) hormones in cancer; (6) biology of cancer; (7) nuclear physics in relation to cancer; and (8) cancer and the host.

Special sessions were conducted by the various delegates on the following topics; carcinogenic hydrocarbons, biology, genetics, the chemistry of cancer, chemotherapy, pathology and diagnosis, nutrition, radiation therapy, comparative oncology, etiology of cancer, transplantation and tissue culture, hormones and cancer, treatment of cancer, carcinogenic radiation, cytology, isotopes, radiation biology, the milk factor, and general topics pertaining to the treatment of cancer.

The Congress held an interesting symposium on problems of growth. Four speakers, representing different fields of biological science, discussed the question, "What are the opportunities and limitations of different technics when focused on the problem of growth?" The speakers directed their discussion toward an indication of the directions in which cancer research is progressing and attempted to determine what their particular methods and findings might offer in future studies.

Conclusions

The aims that guided the Congress and the spirit that animated its contributions assured all who were present that future efforts to discuss cancer research on an international plane will be successful. The establishment of the International Cancer Research Commission is further assurance that subsequent cooperative work, not only in communication but in active research, will have the stimulation and guidance necessary to a concentrated attack on the cancer problem. Although no plans have been formulated as yet which have official United States acceptance, Dr. Cowdry and many others of the Congress have set even higher hopes. They envision an international official program, financed by governments and dedicated to world-wide, concentrated efforts to combat cancer through research and measures for control.

Until such a program is established, the work of the newly created Commission is well defined by the recommendations of the Fourth Congress. The Commission wishes, of course, to cooperate closely with the World Health Organization (Who). As of December 1947 no definite cooperative program had been established with Who, although officials of the Union Internationale contre le Cancer have been in touch with the medical staff of the Interim Commission at Geneva.

Today the sum of information is so large and cancer research involves studies in so many fields of science that no one investigator can comprehend it all. We need, therefore, not only brilliant researchers with analytical minds, but also investigators who can sympathize and interpret the products of that research. The process of synthesis, however, requires that information be first assembled and presented to the investigator in comprehensive form. It was apparent to all who attended the Fourth International Cancer Research Congress that this had been accomplished. The findings from years of research in many lands were so collected and presented that the process of synthesis was certainly advanced. For the future, extensive collaborative research, firmly directed, adequately financed, and carried forward by the teamwork of many men, must be initiated in even larger measure than before, if better ways to prevent, detect, and cure cancer are to be found.

Ambassador Pawley To Assist in Preparatory Work for Inter-American Conference at Bogotá

[Released to the press January 20]

The Secretary of State announced on January 20 that William D. Pawley, American Ambassador to Brazil, who has recently been in the United States, will remain in Washington for the time being to assist the Secretary in the work now going on in preparation for the forthcoming Ninth International Conference of American States at Bogotá. Ambassador Pawley's wide experience in inter-American relations as well as his practical knowledge of economic problems will, the Secretary said, contribute in an important way to the progress of this preparatory work.

THE RECORD OF THE WEEK

German War Documents Released Bearing on Soviet-German Relations From 1939 to 1941

[Released to the press January 21]

The Department of State announced on January 21 the publication of a volume of German war documents bearing on Soviet-German relations during the period 1939-1941. These documents are part of the great mass of materials from the German Foreign Office which were captured by British and American arms toward the end of hostilities.

As has previously been announced, the Department of State, along with the British and French Foreign Office, is sponsoring the publication of a series of volumes of documents from the archives of the German Foreign Office with a view to giving a complete and accurate account of German diplomacy relating to World War II for the enlightenment of American and world opinion. Staffs of eminent American, British, and French scholars have been working on these archives for a number of months, and it is expected that the first two volumes of the series, beginning with 1937, will be published within the next year.

The series of volumes is planned as a tripartite

enterprise under the joint auspices of the American, British, and French Governments. However, the individual participating powers are free to publish separately any portion of the documents.

Some of the documents on Soviet-German relations have already become public. To complete the record, the Department has decided to publish at this time in a single volume the material bearing on this subject. The documents contained in this series will eventually reappear in various volumes of the regular tripartite publication.

The papers in the present volume have been selected by the American editors of the German war documents project, Raymond J. Sontag and James S. Beddie, who have had complete independence in their work and final responsibility for the selection of the documents.

Copies of the volume *Nazi-Soviet Relations, 1939-1941*, Department of State publication 3023, may be purchased from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D.C., for \$1 each.

Agreement Signed With Canada Relating to Boundary Waters

[Released to the press January 12]

Various problems have arisen with respect to the division of waters which are of common interest along, across or in the vicinity of the international boundary between Canada and the United States in Montana and North Dakota in the United States and in the Provinces of Manitoba, Saskatchewan and Alberta in Canada.

A conference of representatives of the two Governments was held at Ottawa on August 25-26, 1947. Draft terms of reference to the International Joint Commission—United States and Canada—under article IX of the boundary waters treaty signed at Washington on January 11, 1909, were prepared for consideration by both Governments.

Agreement has now been reached on the text of the terms of two references, one of which covers "waters which are of common interest along, across or in the vicinity of the international boundary from the Continental Divide on the west

up to and as far as the western limit of the St. Mary River drainage basin on the east", and the other relates to similar waters "from the eastern boundary of the Milk River drainage basin on the west up to and including the drainage basin of the Red River of the North on the east".

January 12, 1948

INTERNATIONAL JOINT COMMISSION—
United States and Canada,
Washington 25, D. C.

SIRS: In accordance with Article IX of the Boundary Waters Treaty of January 11, 1909, the Governments of Canada and the United States have agreed to refer to the International Joint Commission the following matters for joint examination and advisory report, including recommendations and conclusions:

1. To investigate and report on the water requirements arising out of the existing dams and other works or projects located in the waters which are of common interest along, across, or in the vicinity of the international boundary from the Continental Divide on the west up to

Department of State Bulletin

and as far as the western limit of the St. Mary River drainage basin on the east.

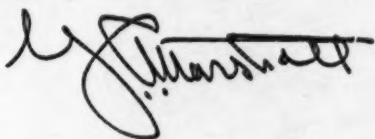
2. To report whether in the judgment of the Commission further uses of these waters within their respective boundaries by Canada and the United States would be practicable in the public interest from the points of view of the two Governments.

3. Having regard to the reports made under paragraphs 1 and 2, to make advisory recommendations concerning the apportionment which should be made between Canada and the United States of such of the waters under reference as cross the international boundary.

4. To conduct necessary investigations and to prepare a comprehensive plan or plans of mutual advantage to the two countries for the conservation, control, and utilization of the waters under reference in accordance with the recommended apportionment thereof.

In the conduct of its investigations, and otherwise in the performance of its duties under this Reference, the International Joint Commission may utilize the services of engineers and other specially qualified personnel of technical agencies of Canada and the United States, and will, so far as possible, make use of information and technical data which has been acquired by such technical agencies or which may become available during the course of the investigation, thus avoiding duplication of effort and unnecessary expense.

Very truly yours,



January 12, 1948

INTERNATIONAL JOINT COMMISSION—
United States and Canada,
Washington 25, D. C.

SUBS: In accordance with Article IX of the Boundary Waters Treaty of January 11, 1909, the Governments of Canada and the United States have agreed to refer to the International Joint Commission the following matters for joint examination and advisory report, including recommendations and conclusions:

1. To investigate and report on the water requirements arising out of the existing dams and other works or projects located in the waters which are of common interest along, across, or in the vicinity of the international boundary from the eastern boundary of the Milk River drainage basin on the west up to and including the drainage basin of the Red River of the North on the east.

2. To report whether in the judgment of the Commission further uses of these waters within their respective boundaries by Canada and the United States would be practicable in the public interest from the points of view of the two Governments.

3. Having regard to the reports made under paragraphs 1 and 2, and for those streams where in the judgment of the International Joint Commission apportionment of the waters is advisable, to make advisory recommendations concerning the apportionment which should be made between Canada and the United States of such of the waters under reference as cross the international boundary, and with respect to each such crossing of the international boundary.

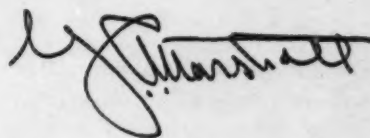
4. To conduct necessary investigations and to prepare a comprehensive plan or plans of mutual advantage to the two countries for the conservation, control, and utilization of the waters under reference in accordance with the recommended apportionment thereof.

February 1, 1948

PUBLICATIONS

In the conduct of its investigations, and otherwise in the performance of its duties under this Reference, the International Joint Commission may utilize the services of engineers and other specially qualified personnel of technical agencies of Canada and the United States, and will, so far as possible, make use of information and technical data which has been acquired by such technical agencies or which may become available during the course of the investigation, thus avoiding duplication of effort and unnecessary expense.

Very truly yours,



PUBLICATIONS

Department of State

For sale by the Superintendent of Documents, Government Printing Office, Washington 25, D. C. Address requests direct to the Superintendent of Documents, except in the case of free publications, which may be obtained from the Department of State.

Paris Peace Conference, 1946—Selected Documents.
Conference Series 103. Pub. 2868. 1442 pp. \$6.

A selection from the documents of the Paris Peace Conference of 1946, reproduced by offset lithography.

Armistice with Italy, 1943. Treaties and Other International Acts Series 1604. Pub. 2963. 34 pp. 15¢.

Italian military armistice, together with other pertinent documents.

Treaty of Peace With Roumania. Treaties and Other International Acts Series 1649. Pub. 2969. 157 pp. 35¢.

Dated at Paris February 10, 1947; ratified by the President of the United States June 14, 1947; proclaimed by the President September 15, 1947; entered into force September 15, 1947.

Treaty of Peace With Bulgaria. Treaties and Other International Acts Series 1650. Pub. 2973. 150 pp. 35¢.

Dated at Paris February 10, 1947; ratified by the President of the United States June 14, 1947; proclaimed by the President September 15, 1947; entered into force September 15, 1947.

Treaty of Peace With Hungary. Treaties and Other International Acts Series 1651. Pub. 2974. 165 pp. 35¢.

Dated at Paris February 10, 1947; ratified by the President of the United States June 14, 1947; proclaimed by the President September 15, 1947; entered into force September 15, 1947.

Diplomatic List, January 1948. Pub. 3018. 192 pp. 20¢.

Monthly list of foreign diplomatic representatives in Washington, with their addresses.

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